

Message Text

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ACTION IO-13

INFO OCT-01 ARA-06 EUR-12 ISO-00 EB-07 AID-05 IGA-02

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R 201129Z APR 76

FM AMEMBASSY PARAMARIBO

TO SECSTATE WASHDC 2544

INFO USMISSION GENEVA

AMCONSUL MONTREAL

USMISSION USUN NEW YORK

AMEMBASSY PARIS

AMEMBASSY PORT OF SPAIN

AMEMBASSY ROME

AMEMBASSY THE HAGUE

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C O N F I D E N T I A L SECTION 1 OF 2 PARAMARIBO 0313

MONTREAL FOR ICAO; PARIS FOR UNESCO; ROME FOR FODAG;
VIENNA FOR IAEA AND UNIDO

EO 11652: GDS

TAGS: ECRP, EAID, UNDP, NS

SUBJ: EVALUATION OF UN ASSISTANCE PROGRAMS--SURINAM

REF : (A) CERP 0008, STATE 072386, (B) 75 PARAMARIBO A-16,
(C) 75 PARAMARIBO A-17

1. SUMMARY: UNDP-FUNDED PROJECTS PROCEEDED SATISFACTORILY
OVER LAST TWELVE MONTHS, NO MAJOR PROBLEMS PREPOTED.
RECENTLY, HOWEVER, COORDINATION AND DIRECTION OF UNDP
ACTIVITIES HAVE BEEN UNSETTLED BY PERSONNEL AND ADMINISTR-
TIVE CHANGES WITHIN REGIONAL REPRESENTATIVE'S OFFICE AND
GOS. END SUMMARY.

2. FOR MOST PART, UN EXECUTING AGENCIES IN SURINAM (WHO/
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PAHO, UNOTC, ICAO, IBRD) OPERATE INDEPENDENTLY OF EACH
OTHER. EACH AGENCY WORKS CLOSELY AND DIRECTLY WITH ONE

OR MORE GOVERNMENT MINISTRIES AND WITH ITS INTERNATIONAL HEADQUARTERS. AGENCY REPRESENTATIVES MEET PERIODICALLY TO DISCUSS PROBLEMS OF DAILY LIVING IN PARAMARIBO, BUT NO DECISIONS OF PROGRAM NATURE ARE TAKEN AND THERE IS NO CONCEPT OF UN "MISSION," AS SUCH. COORDINATION BY GOS HAS NOT BEEN POSSIBLE BECAUSE ONE-MAN UN LIAISON OFFICE IN MINISTRY OF GENERAL AND FOREIGN AFFAIRS IS LARGELY PUBLIC RELATIONS SHOW AND INEFFECTIVE. COORDINATION BY NON-RESIDENT UNDP REGIONAL REPRESENTATIVE HAS BEEN NECESSARILY LIMITED TO LONG-DISTANCE PROGRAM DIRECTION AND REVIEW. THIS LOOSE ARRANGEMENT WORKED WELL IN ADMINISTRATIVE AND PROGRAMMATIC CONDITIONS THAT PREVAILED BEFORE SURINAM'S INDEPENDENCE LAST NOVEMBER. RECENTLY, HOWEVER, PERSONNEL AND ADMINISTRATIVE CHANGES WITHIN REGIONAL REPRESENTATIVE'S OFFICE AND GOS HAVE WEAKENED COORDINATION AND UNSETTLED PROGRAM AS WHOLE.

3. UNDP REGIONAL REPRESENTATIVE MRS. JACQUELINE GRANGER MADE HER FIRST VISIT TO PARAMARIBO IN FEBRUARY, AFTER TAKING UP OFFICE LATE LAST YEAR. VISIT REPORTEDLY WAS DIFFICULT ONE FOR ALL CONCERNED. UNDP BUDGETARY CONSTRAINTS ANNOUNCED BY MRS. GRANGER DISAPPOINTED GOS AND EXECUTING AGENCY REPRESENTATIVES, AND INTRODUCED CONSIDERABLE UNCERTAINTY ABOUT FUTURE SCOPE AND DIRECTION OF UN ASSISTANCE. MRS. GRANGER IS SAID TO HAVE BEEN FRUSTRATED BY INEFFECTUAL UNDP/GOS LIAISON MECHANISM AND GOVERNMENT'S FAILURE TO GIVE CONCERTED ATTENTION TO UN PROGRAMS. IN ADDITION, THERE SEEMS TO HAVE BEEN LESS THAN PERFECT RAPPORT BETWEEN MRS. GRANGER AND HER COLLEAGUES IN EXECUTING AGENCIES AND GOS. AS RESULT, MORALE OF UN PERSONNEL AND LOCAL PRESTIGE OF UNDP REGIONAL REPRESENTATIVE HAVE SUFFERED SINCE VISIT.

4. THERE IS NO UMBRELLA AID COORDINATION MECHANISM WITHIN GOS. UN LIAISON OFFICE IS RESPONSIBLE ONLY FOR UN TECHNICAL ASSISTANCE, AND MAY SOON BE ABOLISHED BECAUSE OF ITS PROVEN INEFFECTIVENESS. JOINT SURINAMESE/DUTCH COMMITTEE FOR DEVELOPMENT COOPERATION WAS RECENTLY ESTABLISHED TO ADMINISTER THE NETHERLANDS' SUBSTANTIAL AID PROGRAM. WITH ITS POLITICALLY WELL-CONNECTED MEMBERSHIP AND INVOLVEMENT IN PROJECTS IN NEARLY EVERY SECTOR OF SURINAM'S SOCIAL AND ECONOMIC LIFE, COMMITTEE MAY BE IN POSITION TO FILL COORDINATION GAP ON AD HOC BASIS. BUT THIS IS NEITHER CERTAIN NOR NECESSARILY GOOD FOR UNDP PROGRAMS. IN MEANTIME, UN ASSISTANCE GOES FORWARD IN SOMETHING OF BUREACRATIC LIMBO.

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GRAM. WITH ITS POLITICALLY WELL-CONNECTED MEMBERSHIP AND INVOLVEMENT IN PROJECTS IN NEARLY EVERY SECTOR OF SURINAM'S SOCIAL AND ECONOMIC LIFE, COMMITTEE MAY BE IN POSITION TO FILL COORDINATION GAP ON AD HOC BASIS. BUT THIS IS NEITHER CERTAIN NOR NECESSARILY GOOD FOR UNDP PROGRAMS. IN MEANTIME, UN ASSISTANCE GOES FORWARD IN SOMETHING OF BUREACRATIC LIMBO.

5. NEW FINANCIAL CONSTRAINTS HAVE FORCED CANCELLATION OF SEVERAL SHORT-TERM UNDP CONSULTANCIES AND CALLED SEVERAL

ACTUAL OR SCHEDULED PROGRAMS INTO QUESTION. CONSTRAINTS ARE PARTICULARLY PAINFUL TO EXECUTING AGENCY REPRESENTATIVES WHO HAD BEEN ENCOURAGED TO PLAN FOR GREATLY EXPANDED PROGRAMS AFTER SURINAM'S INDEPENDENCE, AND HAD RESORTED TO CONSIDERABLE "OVER-PROGRAMMING" IN ANTICIPATION OF AN INCREASED INDICATIVE PLANNING FIGURE FOR THE 1977-1981 CYCLE.

6. UNDP COUNTRY PROGRAM FOR 1977-1981 WILL NOT BE COMPLETED UNTIL LATER THIS YEAR. FULL EFFECT OF CONSTRAINTS ON NEW PROGRAMMING CYCLE REMAINS BE SEEN BUT CONSENSUS IS THAT, AT BEST, UNDP ACTIVITIES WILL BE FROZEN AT PRESENT LEVELS AND IN PRESENT AREAS OF CONCENTRATION. UN SOURCES HOPE THAT GOS, OTHER AID DONORS, WILL PICK UP ANY UNDP SHORT-FALL (A-16). IN THIS CONNECTION, SURINAM IS FORTUNATE TO HAVE AMPLE ALTERNATIVE AID SOURCES (THE NETHERLANDS, EUROPEAN DEVELOPMENT FUND, ETC.), AND PROBABLY CAN ABSORB UNDP CUTBACKS BETTER THAN MOST AID RECIPIENT COUNTRIES.

7. TRIPARTITE PROJECT REVIEW SYSTEM REPORTEDLY WORKS WELL AND TO SATISFACTION ALL PARTIES. ALL PROJECTS ARE SAID TO BE PROCEEDING SATISFACTORILY.

8. WHO/PAHO VECTOR ERADICATION, IMMUNIZATION AND OTHER PROGRAMS EMPLOYING THREE EXPATRIATES, HAVE NOT BEEN AFFECTED BY UNDP FINANCIAL CONSTRAINTS BECAUSE NO UNDP MONEY IS COMMITTED TO WHO/PAHO ACTIVITIES AT PRESENT TIME. PROGRAMS ARE FINANCED BY UNICEF, WHO/PAHO AND GOS. NEVERTHELESS, UNDP CONSTRAINTS COULD SHUT OFF ONE SOURCE OF FINANCING FOR FUTURE ACTIVITIES.

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9. UNOTC'S PUBLIC SERVICE IMPROVEMENT AND DEVELOPMENT PROGRAM, PREVIOUSLY STRETCHED OUT TO PROVIDE MORE UNDP MONEY FOR IBRD'S KABALEBO FEASIBILITY STUDY (PARA 12), FACES AN UNCERTAIN FUTURE AS RESULT OF UNDP'S CONSTRAINTS. PROGRAM WAS CUT FROM THREE TO TWO RESIDENT EXPATRIATES IN APRIL 1976, AND THERE MAY NOT BE ENOUGH MONEY TO CONTINUE REMAINING TWO BEYOND END OF 1972-1976 PROGRAMMING CYCLE. UNOTC HOPES GOS WILL AGREE TO FINANCE PORTION OF EXPATRIATE SALARIES, IN ADDITION TO COUNTERPART FUNDS IT ALREADY CONTRIBUTES, IN ORDER TO MEET ANY NDP SHORT-FALL IN NEW CYCLE. CHANCES ARE GOOD THAT IT WILL DO SO.

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C O N F I D E N T I A L SECTION 2 OF 2 PARAMARIBO 0313

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10. FAO'S FORESTRY PROGRAM WAS PHASED OUT IN MARCH 1975,
AS SCHEDULED. AN 18-MONTH EXTENSION OF PROGRAM WAS APPROVED
BY UNDP BUT OVER-PROGRAMMING AND THEN NEW FINANCIAL CON-
STRAINTS HAVE CAUSED ITS INDEFINITE POSTPONEMENT.

11. ICAO CURRENTLY EMPLOYS FIVE EXPATRIATES IN AIR TRAFFIC
CONTROL AND AIRPORT MANAGEMENT PROGRAM ON "FUNDS IN TRUST,"
I.E., CONTRACT, BASIS FOR GOS. THIS ARRANGEMENT EXPIRES
IN 1976, AND NEGOTIATIONS HAVE BEEN UNDERWAY WITH UNDP
AND GOS SINCE LAST YEAR TO CONTINUE PROGRAM WITH ALTERNATE
FUNDING. UNDP IS REPORTED TO HAVE SUGGESTED COST SHARING
SYSTEM, WITH UNDP ASSUMING SMALL FRACTION OF COSTS AND
GOS THE GREATER PART. IF UNDP IS UNABLE TO ASSUME EVEN
THAT FRACTION BECAUSE OF FINANCIAL CONSTRAINTS, FUTURE OF
ICAO PROGRAM WILL DEPEND ON GOS. ITS PROSPECTS LOOK GOOD.
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12. KABALEBO HYDROELECTRIC FEASIBILITY STUDY, FINANCED BY UNDP AND EXECUTED BY NORCONSULT/ELECTROWATT ON BEHALF IBRD, IS SUBSTANTIALLY COMPLETE. UNDP FINANCING ENDED IN 1975 AND GOS ASSUMED FULL COST OF FINAL DESIGN AND INTERNATIONAL TENDERING BEFORE CONSTRUCTION BEGINS, PERHAPS NEXT YEAR. HOWEVER, THERE MAY STILL BE ROLE FOR UNDP FUNDS IN STUDYING ENVIRONMENTAL EFFECTS OF KABALEBO PROJECT AND POSSIBLE LETAL PROBLEMS ARISING OUT OF DISPUTED SURINAMESE AND GUYANESE CLAIMS TO HEADWATERS OF CORANTIJN RIVER. GOS WILL DECIDE WHETHER TO APPROACH UNDP FOR ADDITIONAL FINANCING AFTER CONSULTATIONS WITH IBRD LATER THIS YEAR.

13. EMBASSY MAINTAINS REGULAR AND FRIENDLY WORKING RELATIONS WITH EXECUTING AGENCY REPRESENTATIVES AND TECHNICIANS, AS WELL AS WITH GOS OFFICIALS IN CHARGE OF DEVELOPMENT COOPERATION.

14. UNDP PROGRAMS IN SURINAM DO NOT FOCUS ON ROLE OF WOMEN IN DEVELOPMENT, BUT FACT THAT NEW REGIONAL REPRESENTATIVE IS A WOMAN MAY PROVIDE SOME STIMULUS FOR CHANGE IN THEIR REGARD.

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